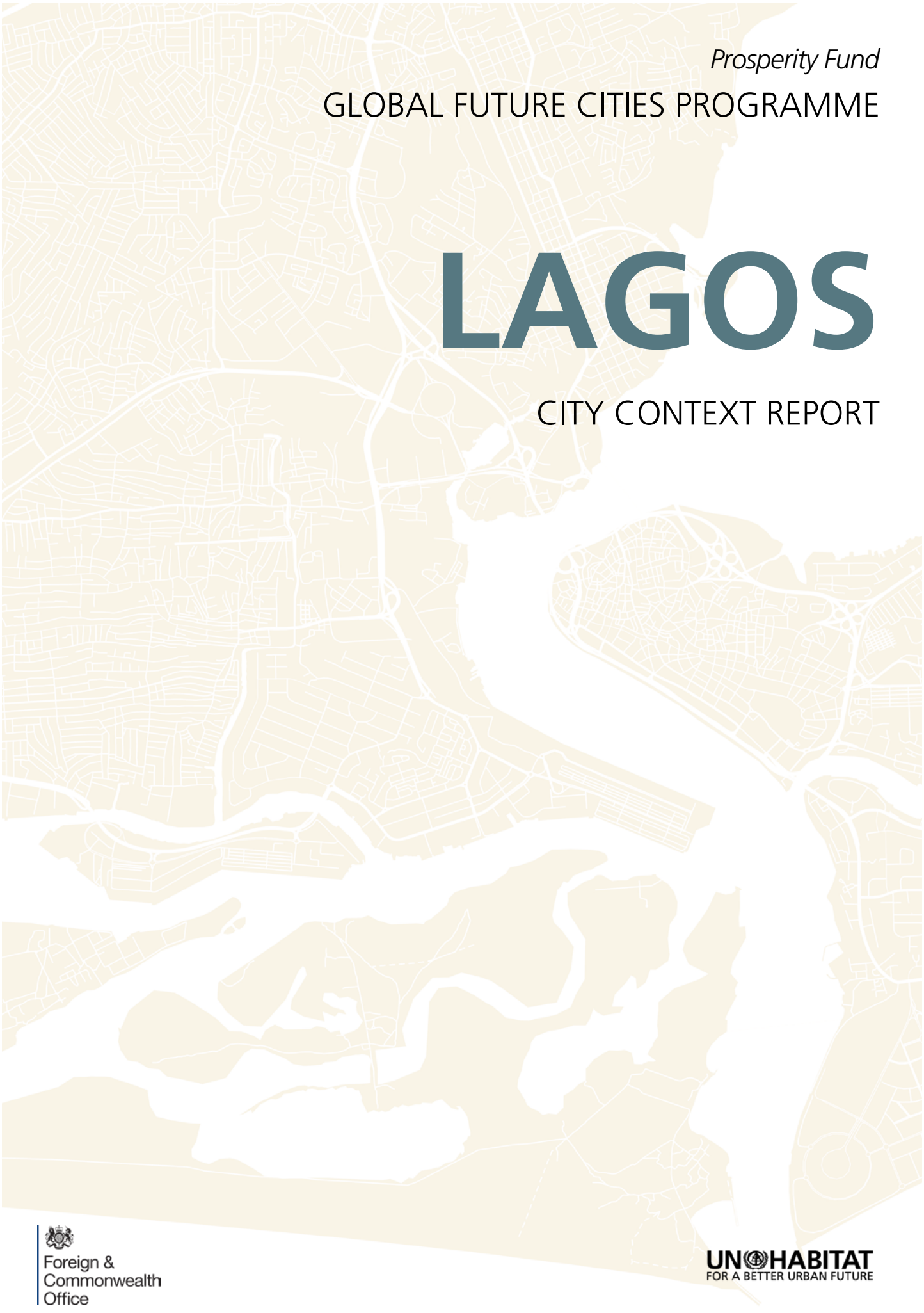
*Prosperity Fund*

GLOBAL FUTURE CITIES PROGRAMME

# LAGOS

## CITY CONTEXT REPORT



Foreign & Commonwealth Office

UN HABITAT
FOR A BETTER URBAN FUTURE

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## CITY CONTEXT REPORT

December 2018

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FOR A BETTER URBAN FUTURE

Global Future Cities Programme
LAGOS
City Context Report

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME
P.O. Box 30030, Nairobi 00100, Kenya
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**Acknowledgments**

City context report coordinators (Lagos): Charlotte Mohn, Yumi Neder, Francesco Tonnarelli, (UN-Habitat)

**United Kingdom Foreign and Commonwealth Office (UK FCO)**

| | |
|---|---|
| Project Management | Elizabeth Milsom |
| Lagos Office: | Guy Harrison, Foluso Aboderin |

**United Nations Human Settlements Programme (UN-Habitat)**

| | |
|---|---|
| Project Coordination | Laura Petrella |
| Project Manager | Rogier van den Berg |
| Project Supervisors | Klas Groth, Naomi Hoogervorst |
| Local City Specialist | Olamide Udoma-Ejorh |

Urban Planning and Design LAB
Niina Rinne, Jonathan Weaver, Sara Thabit, Gabriela Aguinaga, Dongni Niu, Riccardo Maroso, Charlotte Mohn, Ban Edilbi, Jean-Noé Landry, Katherine Cashman, Princesse Samba, Yabework Kifetew, Nadia Mourid, Yumi Neder, Stephanie Gerretsen, Shegufta Newaz, Helen Yu, Francesco Tonnarelli

UN-Habitat Nigeria
Kabir Yari

**The International Growth Center (IGC)**

Project Coordination — Astrid Haas

Contributors
Priya Manwaring, Victoria Delbridge, Michael Blake, Oliver Harman, Shah Rukh, Sebastian Kriticos

**United Kingdom Built Environment Advisory Group (UKBEAG)**

| | |
|---|---|
| Project Coordination and Strategic Advisor | Peter Oborn |
| Project Lead | Adrian Mallesom |
| Contributor and City Visiting Expert: | Gilli Hobbs |

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# GLOBAL FUTURE CITIES PROGRAMME

## Introduction

### ABOUT THE GLOBAL FUTURE CITIES PROGRAMME

In 2015, the UK government created a new Cross-Government Prosperity Fund worth £1.3 billion from 2016-2021, in order to help promote economic growth in emerging economies. Its broad priorities include improving the business climate, competitiveness and operation of markets, energy and financial sector reform, and increasing the ability of governments to tackle corruption.

Emerging Economies still face considerable challenges such as uncontrolled urbanisation, climate change and high and persistent inequality which can lower long-term growth prospects. The Prosperity Fund supports the broad-based and inclusive growth needed to build prosperity and reduce poverty, but also make development overall more sustainable through the strengthening of Institutions and Improvement of the global business environment.

The Global Future Cities Programme (GFCP) is a specific component of the Prosperity Fund which aims to carry out targeted interventions to encourage sustainable urban development and increase prosperity whilst alleviating high levels of urban poverty. The programme will also create significant short and long-term business opportunities in growing markets, forecast to be regional growth hubs, including for UK exporters who are world recognised leaders in urban innovation.

The overall strategy of the Global Future Cities Programme is to deliver the Programme in two phases; a strategic development phase (2018), followed by an implementation phase (2019-2021). UN-Habitat, in collaboration with the International Growth Centre (IGC) and the UK Built Environment Advisory Group (UKBEAG), has been mandated by the UK Foreign and Commonwealth Office (UK FCO) to develop and undertake the strategic development phase. This in turn, will, inform and shape the implementation phase, and collectively provide further evidence for the overall programme.

The Programme builds upon a coherent series of targeted interventions in 19 cities across 10 countries, to support and encourage the adoption of a more sustainable approach to urban development. In general, the proposed interventions aim to challenge urban sprawl and slum developments, thereby promoting more dense, connected and inclusive cities that in combination contribute to prosperity, achieving the Sustainable Development Goals (SDGs) and implementing the New Urban Agenda (NUA).

The Global Future Cities Programme builds upon three integrated pillars, that will address key barriers to prosperity, in selected cities:

- **Urban planning** – technical assistance for spatial restructuring (Public space, Heritage and urban renewal, Urban strategies and plans, Data systems for integrated urban planning);
- **Transportation** – technical assistance to support cities to develop integrated transport systems (Multi-modal mobility strategies and plans, Data systems for multi-modal mobility);
- **Resilience** – technical assistance to develop strategies to address the impact of climate change and ensure development is sustainable (Flood management plans and systems).

In order to capitalize on the proposed interventions and to ensure sustainability and impact in a longer-term perspective, the programme has a strong focus on technical support and institutional capacity development.

In many of the interventions, there is a particular focus on the potential of embedding smart/digital technology and data analysis platforms in urban governance and management processes. Integrating smart technologies is recognized as an instrumental area that significantly can improve the efficiency in the provision of key infrastructure services, enhance urban resilience, support evidence-based plans and strategies and promote integrated planning approaches across sectors.

### INTERVENTION DEVELOPMENT AND VALIDATION

Based on initial scoping studies and government-to-government engagement carried out by UK FCO, the UN-Habitat team worked with partner local authorities and wider stakeholders to corroborate their city development strategies, and to confirm, enhance and develop the intervention proposals.

In each city, a Local City Specialist, supported by the national and regional country offices of UN-Habitat


and in liaison with the FCO local posts, took the lead in identifying stakeholders in a series of bilateral meetings, interviews and focal group discussions. This has collectively gathered information and provided more detailed knowledge and information on the City's visions and goals.

Based on this initial phase, a Charrette (planning workshop) involved high-level decision-makers from the public and private sectors together with civil society representatives. This facilitated discussion on the proposed and possible alternative interventions, related individual interests, technical opportunities and constraints, as well as political objectives. The outcome of the Charrette provided clarity on where stakeholders stand in relation to the strategic potential of the discussed projects and it allowed for the mobilisation of support.

At the same time, the Charrette allowed for the technical teams to proceed with the development of a Terms of Reference, outlining the specific scope and activities of each intervention. A final Validation Workshop assured consensus on the proposed projects and document's endorsement by the authorities.

Parallel to preparing the Terms of References, an evaluation of the interventions was initiated, aiming to address its feasibility within the local strategic context, identify potential impact on prosperity barriers and to explore the optimal delivery models. This process resulted in a set of City Context Reports as well as an analysis of the technical viability of the interventions. The analysis aimed at both informing the development of the Terms of Reference and the future implementation phase of the Programme.

## THE CITY CONTEXT REPORT

### Objectives

A City Context Report is provided for each city of the Global Future Cities Programme. It serves as a tool to frame the proposed Programme interventions within the characteristics and pre-conditions of each city.

The Report targets a variety of stakeholders in the Programme: administrators, city managers, policy makers, legislators, private sector actors, donors, and local as well as international researchers and knowledge generators. The Reports also provide UKFCO the contextual setting of each proposed intervention, and can in addition, be used by the Service Providers as an entry point for the implementation phase.

By addressing the specific challenges facing each city, the Report illustrates how the interventions can work towards inclusive prosperity and sustainable urban development. The benefits of each intervention, however, cannot be achieved without certain enabling conditions to ensure its success. Therefore, critical aspects for the delivery of the proposed interventions and its success from a long-term perspective are outlined. Using thematic

best practices and evidence from global learnings and research, contextualized recommendations are provided on the conditions necessary for the intervention to be viable and to reach a maximum impact.

Essentially, the City Context Report serves to ensure that all actors within the Global Futures Cities Programme are aware of the specific conditions to be considered in the delivery of the proposed interventions, on a case-by-case basis.

**Set-up and Scope**

The first part of the City Context Report (General Overview) provides an overview of the Global Future Cities Programme and introduces the city from the perspective of the urban challenge which the proposed intervention intends to address.

The second part of the Report (Urban Analysis) more critically and technically analyses a selection of factors which need to be considered or to be in place for the intervention to succeed, addressing its feasibility, potential impact on prosperity barriers from a long-term perspective.

The third part of the Report (International Alignment and Technical Recommendations) presents short–and mid-term expected outcomes as well as long-term potential impacts. It further elaborates the contribution of the intervention to the achievement of the SDGs and the implementation of the New Urban Agenda as well as the programme objectives of the Prosperity Fund.

As the City Context Report is tailored directly to the Programme interventions, the analysis does not aim to comprehensively present all aspects of urban development. It does not elaborate on long term planning and transformation strategies, the effectiveness of policy or urban legislation, nor the entire municipal financial system. As such, it also excludes urban policy recommendations.

However, the Report has the scope to illustrate the general capacity of the city for project delivery, and in this regard, make recommendations to support implementation of the interventions and reaching set goals. The City Context Reports will be part of knowledge management for the Programme to generate local information and data on the cities as well as identify gaps in knowledge, systems or governance.

**Methodology**

Urban Analysis

The City Context Report provides a general analysis of the spatial, financial and legal conditions in the city that can either facilitate or hinder the implementation and the long-term sustainability of the proposed interventions in transport, resilience and urban planning.

This framework follows UN-Habitat's three-pronged approach, recognising the three essential components for a successful and sustainable urbanisation: 1. urban planning and design; 2. urban economy and municipal finance; 3. urban legislation, rules and regulations.

Firstly, the spatial analysis describes the existing urban context specific to the intervention. Urban mobility systems, vulnerability of the built environment, spatial form and trends are considered as possible challenges in urban management that the intervention can address.

Secondly, the financial analysis aims to identify the mechanisms in place by which the intervention could be sustainably financed in the long-run. This section outlines the city's municipal capacity, existing regional, national and international financial ecosystem and existing financing mechanisms at the municipal level.

Thirdly, from a legal perspective, the Report critically analyses how the intervention could be facilitated or challenged by the vision of the city and its governance hierarchy. Enablers and obstacles resulting from any relevant legislation, as well as sectoral frameworks (e.g. strategies, policies, planning frameworks and development plans, detailed plans of relevance) are also described.

This approach aims to offer implementing partners, stakeholders and donors a general context of the city and, with it, demonstrate the appropriateness of the intervention from a spatial, financial and legal point of view, while at the same time informing about potential barriers and enablers for its implementation.

Potential Impact to the Program Objectives and the SDGs

The Report also outlines the potential impact of the interventions, based on the specific activities and outputs proposed. Impact can arise from a complex interaction of context-specific factors, rather than as result of a single action, which makes it difficult to empirically quantify longer-run effects that go beyond the identification of program outputs. An empirical, comprehensive impact assessment is therefore not part of the scope of this report.

Nevertheless, the report outlines potential benefits that are only achievable under certain preconditions and activities. Thereby, short-, medium- and long-term outcomes are defined with reference to a project-cycle approach, which considers all the project phases from


*Planning and Design* through *Building*, to *Operating and Maintaining.*

Short-term outcomes are directly achieved through the implementation of the technical assistance support, within the 2-3 years scope of the Global Future Cities Program.

Mid-term outcomes are only realised once the intervention is executed through either capital investment, implementation of pilot projects or the actual enactment of legal documents, plans or masterplans, within a possible timeframe of 3 to 7 years.

The broader long-term impact of the interventions is linked to the sustainability of the interventions in a 7-15 years timeframe and relates to the operation and maintenance phase of the project cycle.

The City Context Reports further connect potential impacts to the Programme's objectives, taking into account also the Cross-cutting issues at the core of UN-Habitat's mandate from the UN General Assembly. Consequently, the Programme's objectives are summarized into five principles:

- •Climate Change;
- •Gender Equality;
- •Human Rights;
- •Youth;
- •Sustainable and Inclusive Economic Growth.

Cross-cutting issues are addressed with explicit reference to the 2030 Sustainable Development Goals (SDGs) and the New Urban Agenda, in an attempt to ensure that the proposed interventions are in line with the design, implementation, review and success of the 2030 Agenda for Sustainable Development. Consistent with UN-Habitat's mandate, the SDG 11 Sustainable Cities and Communities is linked with the urban dimension of the other 16 goals as an essential part of the localisation of the SDGs. In this way, interventions can support localisation processes, to support local ownership and ensure SDG integration in sub-national strategies and plans.

Technical Recommendations and International Best Practices

The interventions proposed in the various cities of the Global Future Cities Programme were grouped into clusters according to their thematic entry-point, as an elaboration of the thematic pillars of Urban Planning, Transport and Resilience.

These clusters are:

- Public space
- Heritage and urban renewal
- Urban strategies and plans
- Data systems for integrated urban planning
- Multi-modal mobility strategies and plans
- Data systems for multi-modal mobility
- Flood management plans and systems

Combining the international experience in urban policy and project implementation of UN-Habitat and the leading academic research of IGC, each cluster was analysed to offer evidence-based recommendations for a successful Implementation and a maximised impact of the intervention. Specific reference was given to implemented plans and international best practices.

The recommendations inform the Planning and Design phase which coincides with the timeframe of the Global Future Cities Programme, and always aim for long-term sustainability of the interventions.


*Fig. 1. Downtown Lagos (Source: Francesco Tonnarelli, UN-Habitat)*

# Lagos

## GENERAL CONTEXT

Lagos is the largest urban agglomeration in Nigeria and one of the biggest and fastest growing megacities in the world, by size and population, with a population estimation ranging from 12 to over 20 million people.[1] Estimates of the city's population growth rate also wary widely. For example, according to the World Bank the population growth rate of Lagos is 4.8%, 3.74% recorded by UN-Habitat, and 3.2% by the Lagos State Bureau of Statistics.[2]

The built-up area is situated along the banks of the western portion of Lake Lagoon and expands to the north, following the expressway to Abeokuta and Ibadan. The city is divided into 20 Local Government Areas (LGA). Each LGA is administered by a Local Government Council, and further subdivided into wards. Although the urban extension is mainly contained within the administrative boundaries of Lagos State, the city stretches beyond its borders, expanding in the direction of the main transport routes into Ogun State, which bounds the city to the north and east. The lack of a metropolitan government body, unable to mediate between the two states and the several LGAs, creates a critical void between urban development and city management, posing challenges for informing policy and strategies for the sustainable development of the Lagos megacity.

Lagos serves as the services and financial centre of the country and is the location of one of the main ports on the African continent. It is the main industrial hub of Nigeria and contains one of the more dynamic informal markets in the country. Furthermore, as the state's administrative capital, it includes a substantial number of resident public servants. Overall, Lagos generates the highest internal revenue in Nigeria.

However, the urban environment does not match this economic success. Constant and rapid urban expansion has caused a continuing growth of slums and unplanned settlements, with extremely limited access to basic infrastructure and services. The city is subject to enormous challenges, from increasing traffic and consequent congestion and pollution to climate change threats. Floods and coastal erosion have caused a decline in water quality, the destruction of drainage infrastructure, and an increase in water and vector borne diseases.


*Fig. 2. Lagos State and South-West Nigeria Region's main cites by population*

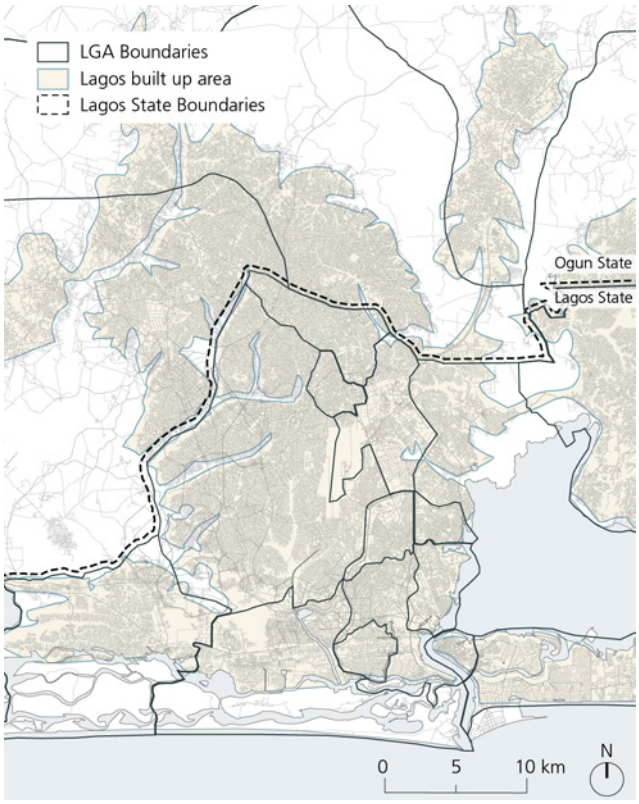


*Fig. 3. Lagos and its Local Government Areas (LGAs)*

## INTRODUCTION TO THE INTERVENTIONS

Together with the UK FCO and UN-Habitat, Lagos State has identified two intervention areas that can match priority programmes and processes currently underway within the city. The two interventions are:

i. Guidelines for Urban Renewal Programmes in Lagos
ii. Feasibility Study for the development of water transport in Lagos.

The development of these interventions was made possible through a series of consultations at various levels that included bilateral meetings, focal group discussions with Lagos State's focal team, and a larger workshop with the local government and stakeholders from civil society, the private sector, and academia.

Intervention I aims to provide technical assistance for the development of guidelines for urban renewal and slum upgrading projects in Lagos State, through the provision of urban sustainability frameworks as well as form procedures to make these programmes socially inclusive and financially viable.

Intervention II aims to devise a feasibility study focused on water transport in Lagos State, suitable ferries and infrastructure. The study will determine the viability of potential commuter routes in Lagos State, and develop a strategy to procure and enable operation along routes that are deemed viable.

## GUIDELINES FOR URBAN RENEWAL PROGRAMMES IN LAGOS

Rapid urbanisation, poverty, inadequate urban housing supply, lack of enforcement of urban development and management regulations by city authorities, and the lack of repairs and housing maintenance are all factors that have created disorganised, overcrowded, dilapidated, and blighted areas, including slums.

These urban slums are characterised by inhabitable living conditions with poor land use planning and inadequate social services that are coupled with high levels of transmissible diseases and increased exposure to outbreaks of natural disasters such as fires and floods, which in turn can lead to higher levels of crime and violence. There is a dire need to redevelop these slums and provide structurally sound housing and adequate infrastructure.

The rebuilding of the area will redefine and revitalize the area. Challenges in redeveloping the areas include addressing land tenure insecurity, limited land suitable for construction, the preservation of communities, and improving the existing opportunities of those living in the area.

The primary goal of the Lagos Development Plan 2012-2025 is to reduce the size of slums by 5% annually. LASURA (Lagos State Urban Renewal Agency) is an agency in Lagos State that is dedicated to such urban renewal initiatives. The Agency uses a multi-faceted approach in reducing the size of slums and fulfilling its mandate. In order to accomplish these goals, discussions with a variety of low-income groups were organised to better understand the various upgrading and redevelopment strategies that can be used to redevelop the slum areas.

The delivery of urban renewal programmes and consequently reaching the 5% annual slum reduction quota, appears to be both challenging and limiting due to insufficient funding sources and inadequate community engagement. Projects are managed on a case-by-case basis, without a designated set of tools and methods. Based on the Global Future Cities Programme's project delivery process, there was consensus among several stakeholders such as the Lagos State government, NGOs, Community-based organization, and academics, that one of the main barriers of an efficient urban renewal strategy is the lack of systematised approaches. LASURA believes that integrated affordable housing and development guidelines are integral to sustainable redevelopment programmes.

The objective of the intervention is to provide technical assistance in developing the guidelines for urban renewal and slum upgrading projects in Lagos State. The aim for these guidelines is to strengthen both the local and state governments and the smaller underlying communities.

By developing guidelines for urban renewal programmes, in creating the Urban Renewal Guidelines for Lagos State, the intervention is meant to address the following sub-objective: "showcasing urban redevelopment and slum upgrading best practice relevant to the local context, through strengthening the capacity of the state government, the local government and the communities in the delivery of participatory-led urban renewal process."

The Outputs include:

- Establishing the stakeholder's engagement process framework;
- Developing the resettlement process framework;
- Providing site selection criteria and site planning principles;
- Improving development and architectural guidelines;
- Determining financial and economic viability;
- Devising an economic empowerment plan;
- Assessing the monitoring and evaluations framework; and

- Providing a foundation for the Capacity Building Program for local and state governments.

### FEASIBILITY STUDY FOR THE DEVELOPMENT OF WATER TRANSPORT IN LAGOS

As one of the world's largest megacities, Lagos faces challenges in the fluctuation and movement of people across Nigeria's boundaries. Traffic congestion impacts the quality of life of many of the city's residents, and if no measures are taken, traffic will continue to increase over the next years. Mobility and the mitigation of traffic congestion is a key challenge for the future of Lagos. Substantial infrastructure improvements have been proposed n an effort to reduce traffic congestion and its negative consequences.

Lagos is currently constructing new roads, rail lines, and a comprehensive network of dedicated bus lanes, which should ease congestion throughout the city. However, to address the population's transport needs, Lagos' transport provision must be diversified urgently. Water is a defining features of Lagos but has thus far been a limitation rather than an asset for the city. Compared to the extension of waterbodies within the city, waterways are largely under-utilised, due to safety concerns, economic challenges, and their limited integration within the transport network.

The Lagos State Government has embarked on an ambitious programme of policy reforms and investments to promote and facilitate the provision of water transport aimed at becoming an attractive mode of transport within Lagos' integrated urban transport system.

The overall objective of the proposed intervention is to evaluate the possibility of implementing a fast, safe, comfortable, and cheaper water transport service. The intervention is designed to achieve the following:

- Improve the quality of water transport;
- Provide a comprehensive plan and business model for the government and stakeholders;
- Stimulate a behavioural change, encouraging more people to use water transport;
- Improve government capacity in delivering and managing water transport.

Technical assistance will be provided in conducting a feasibility study on the water transport system in Lagos State, assessing the existing and potential waterways for the provision of transport services, and their potential utilisation. The intervention will also develop a strategy to procure suitable ferries and infrastructure and operate routes that are deemed viable. I will furthermore determine the technical, economic and financial feasibility of investments to be implemented.

The Outputs include:

- Market Potential Analysis, to better understand the present services and potential demand and needs;
- Study on viable routes and potential transport mode linkages, considering passenger demographics, ridership statistics, and the social and environmental impact;
- Infrastructure Analysis & Cost Estimate, surveying current ferry and boat terminals, and assessing future needs;
- Operational Analysis;
- Fleet Design & Service Model;
- Informal Ferry Operators Integration Model, analysing existing competitors, and proposing strategies to incorporate them in the service plan;
- Social and Environmental Impact Assessment;
- Business and Financial Analysis, indicating the potential capacity of the system, and the necessary fares and subsidy mechanisms;
- Project Implementation Roadmap; and
- Capacity Building Programme, targeting various agencies and institutions, which have a direct or indirect impact on ferry transport in Lagos.

**Main Stakeholders**

- Lagos State Urban Renewal Agency (LASURA) (Intervention I)
- Lagos State Waterways Authority (LASWA) (Intervention II)

**Possible Project Partners**

- •Lagos State Ministry of Physical Planning and Urban Development (MPPU) (Intervention I)
- Ferry Operators (Intervention II)
- Lagos Metropolitan Area Transport Authority (LAMATA) (Intervention II)

**Thematic Clusters**

- Heritage and urban renewal (Intervention I)
- Multi-modal mobility strategies and plans (Intervention II)

**Keywords**

- Urban renewal, Informal settlements (Intervention I)
- Water transport, Inter-modal transport, Informal transport operators (Intervention II)

# URBAN ANALYSIS

## Spatial Analysis

### URBANISATION IN LAGOS

Due to the territorial expansion and changing in boundaries from its original setting in Lagos Island in 1990 to an area that encompasses Mushin, Ikeja, Maroko and Ajegunle, which is considered the metropolitan Lagos, the city has experience rapid population growth.

In less than 30 years, the regional spatial configuration has dramatically changed due to Lagos' urban expansion as demonstrated in Figure 4. Lagos State still struggles to manage its urbanisation. The expansiveness of the area's geography and demographic, extending past the State's boundaries has inhibited efforts in strategic planning, policy-making, and implementation of new project developments. Recognising the complex and multi-faceted problems derived from its mega-city status, the Lagos Mega-City Project, is an attempt for the federal level to conceptualise the city's problems in a more integrated or strategic way.[3]

The expansion of Lagos is largely unplanned due to the inaccurate census data and population growth rate. Adequate investments in respect of physical infrastructure (e.g. roads, energy, sanitation, adequate drinking water, etc.) remain unbalanced with the rapid population and territorial expansion of Lagos.

Below is a list of key action areas for both physical and social infrastructure that are currently severely impacted by the lack of resources and attention.
1. Housing: The provision of affordable and adequate housing.
2. Civil construction: Road redesign, construction, upgrading and rehabilitation.
3. Transport: Integrated transport systems and traffic management.
4. Urban design: Greening, landscaping, open space beautification, recreational facilities.
5. Waste disposal and functional drainage systems for flood prevention.
6. Health care delivery: at the primary, secondary and tertiary health care levels.
7. Potable water supply and environmental sanitation.
8. Security of lives and property.
9. Energy and regular power generation, distribution and supply.

### Informal Settlements and Blighted Areas

While Lagos State generates the highest internal revenue in Nigeria, access to basic infrastructure and services are either precarious or absent. In 2006, the World Health Organisation reported that 70% of the population in Lagos lacks access to adequate housing, 84% lack access to improved drinking water[4], and 69% lack access to improved sanitation.[5] Furthermore, the Lagos Bureau of Statistics reported that 28% of the population do not have access to solid waste collection, 52% have limited access to transportation, and 88% do not have access to sustainable electricity.[6] Although current statistics are not available, there is little situational improvement in the area, which portrays a negative outlook for the future.

In 1995, the World Bank identified 100 slum communities that require upgrading.[7] The Lagos State Development Plan suggests that 75% of the population in Lagos lives in sub-standard housing areas. Given the overall population of the State is estimated to be 20 million, that means 15 million inhabitants live in poor conditions.[8]

Further perpetuating the issues of poor sanitation and clean water provision, the informal settlements and slums in Lagos have limited access to healthcare professionals. In many communities there are no service units and if they do exist, they are often found in poor operating conditions.[9] Similarly, access to public schools is limited and they are perceived to provide poor quality education services[10]. As a result, private schools are even preferred by the lowest-income families.[11] According to the School Choice in Lagos State Report, 59% of children from "ultra-poor" families attend low-income private schools that operate informally.[12]

### Urban Resilience and Environmental Risk

Urbanisation has also had devastating effects on the ecosystem. Between 1986 and 2002, the land cover along the coast increased from 43.36% to 56.78%, while the natural vegetation cover decreased from 30.06% to 19.44%,[13] which is a compounding rate of change of 2% over 16 years.

Lagos is surrounded by water and located below sea level, made up of unique natural system of islands, sandbanks and lagoons.[14] The loss of vegetation cover, coupled

with the increase in impermeable areas and the absence of the urban drainage network, intensifies the impact of flooding, especially on those living in low-income settlements where housing and urban infrastructure are ill-prepared to face such extreme natural disasters.[15]

The lack of access to public services, facilities, and job opportunities has forced many inhabitants to reside in swampy and poor drainage areas near the city centre.

In 2002, socio-economic assessment was conducted by Lagos State which found that of 1,164 households in 42 poor urban blighted areas, 57% of households experienced flooding during the rains.[16] Although this percentage is high, the vulnerability of poor communities is more related to the inefficiencies in urban management than the natural disaster itself.[17] Such as in the 1990 case of Maroko, an area that was designated as high risk to severe flooding due to rising sea levels, 300,000 residents were forced to leave, despite the eventual construction of luxury developments. The risk of flooding has been one of the main arguments used to justify evictions in poor waterfront settlements.[18]

## URBAN TRANSFORMATION DYNAMICS

### General Trends

The Lagos State government aims to transform Lagos, Africa's model megacity. Projects such as Eko Atlantic City[19] and the Lekki Free Zone[20], are megaprojects used to attract investments.

These projects are planned in fragile environments or depend on coastal reclamation, which may result in further endangering the compromised lagoon environment and increasing coastal erosion and ocean surges.[21]

Nonetheless, Lagos State is addressing the more urgent urban needs, by renovating the existing urban area. Interventions to improve the living conditions of informal settlements have been widely criticized in the past due to forced evictions and partial resettlements.[22] It is a positive indication that efforts have been made towards creating frameworks that ensure transparency and participative renewal and upgrading processes.

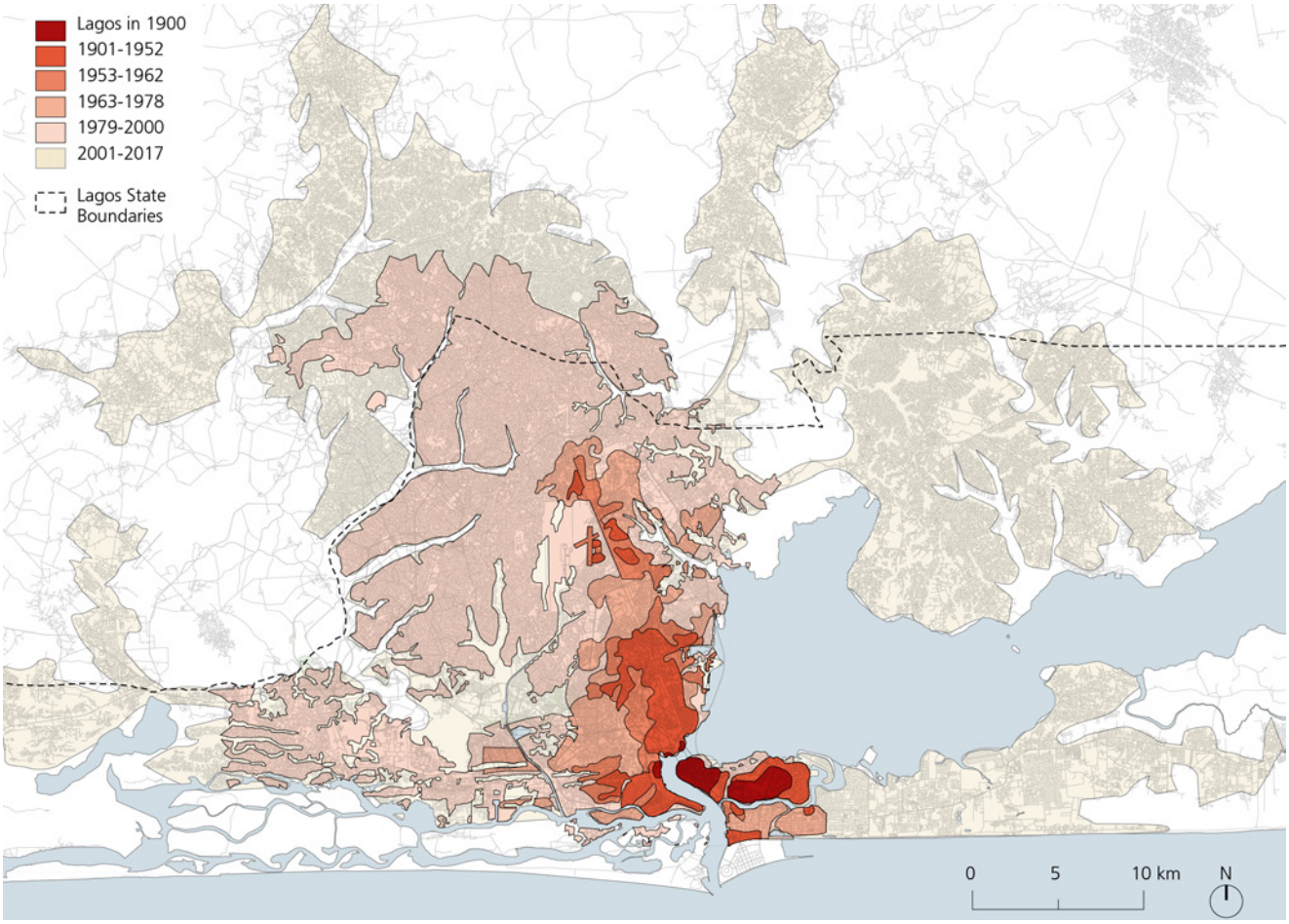


*Fig. 4. Lagos' Urban Evolution*


*Fig. 6. Lagos Informal Settlements as in LASURA 2013 Identification Handbook*

### Existing Frameworks for Urban Renewal

In 2010, the Lagos State Urban and Regional Planning and Development Law was adopted to provide administrative authority over physical planning, urban development, urban regeneration and building control.

Part IV addresses the legality concerning urban renewal and recognises the Lagos State Urban Renewal Agency (LASURA) as the institution responsible for monitoring and identifying areas that qualify for upgrading. The 2013 Identification Handbook produced by LASURA was one of the first steps towards fulfilling its mandate in improving 42 blighted communities in Lagos State.

The Handbook identified nine slums (e.g. Agege, Ajegunle, Amukoko, Badia, Bariga, Ilaje, Itire/Ijeshatedo, Iwaya and Makoko), as shown in Figure 6 that presented particular issues regarding urban renewal initiatives due to their size and population.

Since 2002, other slums have formed in the interstices and outskirts of Lagos. In alignment with the Lagos State Development Plan of 2012-2025, which discusses a policy that targets a 5% reduction of slums on an annual basis[23], some of these settlements should instead go through an improvement process. As the agency adopts clearance for both renewal and upgrade processes, the challenge is to create a criteria that defines a more appropriate process that accounts for different contexts and people in their decision-making processes.

### Urban Renewal in Lagos

The approach to urban renewal in Lagos has evolved over the last 30 years. Urban renewal practices during the 1980s and 1990s were largely characterised by a top-down approach with little to no attention of the rights of informal dwellers in areas subject to urban renewal. The most infamous example is Maroko, east of Victoria Island, as discussed previously.

Gradually, a more inclusive approach was adopted in conjunction with the establishment of LASURA, a dedicated agency for handling urban renewal and slum upgrading.[24] Forced evictions continue, yet at a slower rate. For example, in 2012, in Makoko, Lagos' iconic floating slum, 300,000 people were rendered homeless after a 72-hour quit notice from the State Ministry of Waterfront Infrastructure Development.

Since 2015, LASURA has engaged a multi-faceted approach in its attempted delivery of its mandate. Engagement with slum dwellers has alleviated tensions between the citizens and members from the government and has seen an increase in success in terms of upgrading and redevelopment strategies.

Yet, despite these small levels of progress, insufficient funding, lack of the agency's autonomy, and inadequate capacity of its technicians with no fixed approach or development methods, LASURA continues to fail in meeting its 5% annual target in reducing slums.

## EXISTING CONDITIONS OF THE MOBILITY SYSTEM

### Road Network

The main roads connect both internally between municipalities within Lagos, and externally to Ibadan and the rest of Nigeria through Ogun State, on the north and east, and Porto Novo, the capital of Benin. Several bridges connect parts of the city that are separated by bodies of water. For example, the Lekki municipality is connected with metropolitan Lagos via Lagos Island where the Central Business District (CBD) is located.

Lekki has attracted large national and international investments for urban development and industrial and commercial activities.[25] The Lekki Free Trade Zone, the city's farthest easterly section, is under construction and expected to enhance the commercial and industrial activities in Nigeria. The road and the rail networks that are currently under construction, will connect the Lekki Free Trade Zone to the rest of the country. As a result, freight transport traffic is expected to intensify.

The Lagos-Abeokuta Expressway, along which the urban agglomeration has mainly expanded, is the busiest road and urban development axis. The Apapa Oworonshoki Expressway is a beltway that encompasses the Main Island and distributes the traffic to the northern periphery. Other important roads include the Lagos-Ibadan Expressway and the Ikorodu-Epe Road.

The road network density, 0.6 kilometres per 1,000 population, and the high numbers of cars, approximately 264 units per kilometres, illustrate how problematic road transport in Lagos has become. The urban layout is characterised by its low efficiency: there are a few main roads used as corridors for public transport and many tertiary roads that are used as secondary arteries yet without the necessary capacity. Lastly, the roads lack traffic signs used to orient the flow within the various junctions.[26]

### Land Public Transport

In Lagos, public transport is offered by formal and informal service providers and is regulated by the Lagos Metropolitan Area Transport Authority (LAMATA). Data from LAMATA shows that buses comprise 70% of motorized transport, of this percentage the BRT composes 3%, and informal buses 67%. Moreover, 20% of motorized transportation is composed by taxis and private cars; 1% by rail and water, and 9% by motorcycle taxis (okadas).

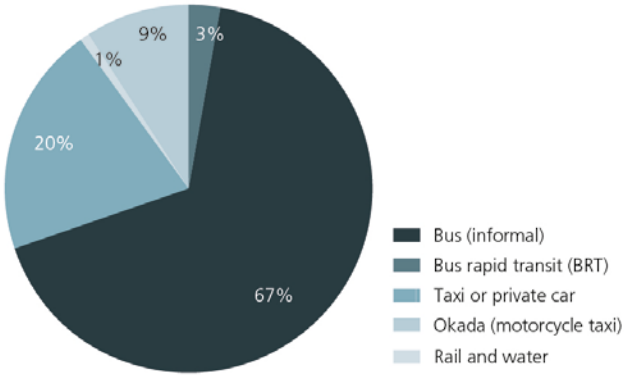


*Fig. 7. Lagos Modal Split*

Although the informal modes of public transport are usually reported as unsafe, for example due to reckless driving, they continue to be the only option for most of the population, despite being expensive and accounting for about 30% of the family budget.[27]

Operated by Primero Transport Services Limited, the Bus Rapid Transit (BRT) system is one of the formal modes of transportation, while the traditional minibuses (Danfos), three-wheelers (Kekes), and motorcycle taxis (Okadas) are informal.[28] Under the Bus Reform Initiative (BRI), 13 new bus stations connected by a network of dedicated bus lanes are currently being built and 5,000 high-capacity buses are expected to be included in the system and gradually substitute danfos.[29]

The Lagos Urban Rail Network (LURN) is a rail network of seven lines that are currently under construction, located along the main roads within the urban agglomeration. The train operation is envisioned to start in 2022. In addition to the LURN, the Lagos-Ibadan railway construction began in 2017. LAMATA also plans to launch transportation by cable car, linking Apapa with Lagos Island, Obalende/ Ikoyi and Victoria Island. BRT, LURN, and cable cars will operate as a multimodal transport system.

### Non-motorised Transport

Information is limited concerning the non-motorised modes of transportation, however, walking is part of almost all daily trips of those who rely on public transport and for those who cannot afford others modes of transport.[30] The current city form and the heavy traffic create challenging conditions for non-motorised transport. Pedestrians and bicycles often share the street with motorised vehicles as sidewalks are generally not suitable for use, and there are no bike lanes.[31]

## TRENDS IN MOBILITY

The on-going demographic boom and urban expansion in Lagos resulted in several transportation problems such as neglected infrastructure, no alternative means of transport, inadequate and insufficient road networks, inapt traffic management, an absent parking system, and finally, the lack of safety both in the use of motorized and non-motorized transport.[32]

The proliferation of informal settlements and slums is a contributor to the inefficiency of the mobility network. High density occupation, narrow roads, dysfunctional urban layout, and inefficient land-use compromise the mobility network in 70% of the built-up area in Lagos.[33] In many communities, the use of informal public transport remains the only possibility for inhabitants, as there is no space available to implement the necessary infrastructure for formal public transport.

Cars use 65% of the road network, while minibuses account for only 28% of the road network usage. Danfos carry about 72% of the passengers.[34] Moreover, according to LAMATA there is an increase of about 100,000 vehicles per year in the Lagos metropolitan area. Due to the dependency on motorised transport in addition to an underdeveloped public transport system, congestion has become a critical urban planning issue.

Incoming and outgoing traffic is congested within the Central Business District (CDB). In 2002, the Lagos Urban Transport Project found that 1.4 million people entered Lagos and Victoria Island daily by the three northern bridges. By 2007, this estimate increased to about 1.7 million people.[35]

Since Lagos is the most important industrial area of Nigeria and maintains the major ocean port, freight traffic is very intense along the main roads. As there are no dedicated lanes or regulation/guidelines for when and where trucks can transit, light and heavy vehicles share the same road network, thus increasing the number of accidents, congestion and pollution.[36]

## WATER PUBLIC TRANSPORT

The increased flow in and out of the CBD makes the in-land water transport a logical and tangible alternative to the congestion in metropolitan Lagos. However, the many navigable waterways are not yet properly utilized.

Once the Strategic Transport Master Plan was enacted, the in-land water transport began to shift, promoting improvements of water routes as cheaper and more sustainable mobility solutions for the city. The proposal is to enhance and expand the existing ferry lines from Lagos Island to Badagry, Ikorodu and Ijede.[37]

## Current Infrastructure

Water transport has the potential to be used by most of the population. The current water transport services cover Lagos Island, the most congested part of the metropolitan area. To reach the northern side of the city, it takes approximately 40 minutes by ferry, 60 minutes by car, and around 2 hours by bus. The existing jetties must be connected to other modes of public transport to ensure connection between water routes and destinations lying further inland. Most of the jetties already have easy access to the main roads, which is an opportunity to implement an inter-modal transport system.

The Water Transport Data released by the Lagos Bureau of Statistics verified an increase of around 393% of passengers from 2012 (6,521,712) to 2015 (25,676,923).[38] Currently the water transport is operated by formal and informal vessels, carrying both passengers and goods. Evidence from the Charrette suggests that informal operators face difficulties in remaining operational due to high fuel prices and a limited schedule of travel times, which creates inefficiencies in the services. There are 12 routes that are supervised by the Lagos State Water Authority (LASWA). These are: Ikorodu-Marina/CMS, Marina-Mile 2, Ikorodu-Addax/Falomo, Ikorodu-Ebute Ero, Marina-Ijegun Egba-Ebute-Ojo, Mile 2-Marina/CMS-Mekwen-Falomo, Badore-Ijede, Badore-Five Cowries, Marina-Oworonshonki, Ebute Ojo-Ijegun Egba, Oworonshonki-Five Cowries and Baiyeku-Langbasa.[39] Under the supervision of LASWA, the jetties are in the process of undergoing structural improvements to meet safety demands as well as accessibility requirements.

Nine other jetties are also under construction, which indicates the promotion of water transportation. Based on spatial analyses, most routes directly serve medium and upper income settlements, while the routes that serve people living in informal settlements or slums are the Oworonshoki – Ebute Ero and the Oworonsoki – Five Cowries.

Figure 8 illustrates the ferry terminals and lines identified by LAMATA for future implementation.

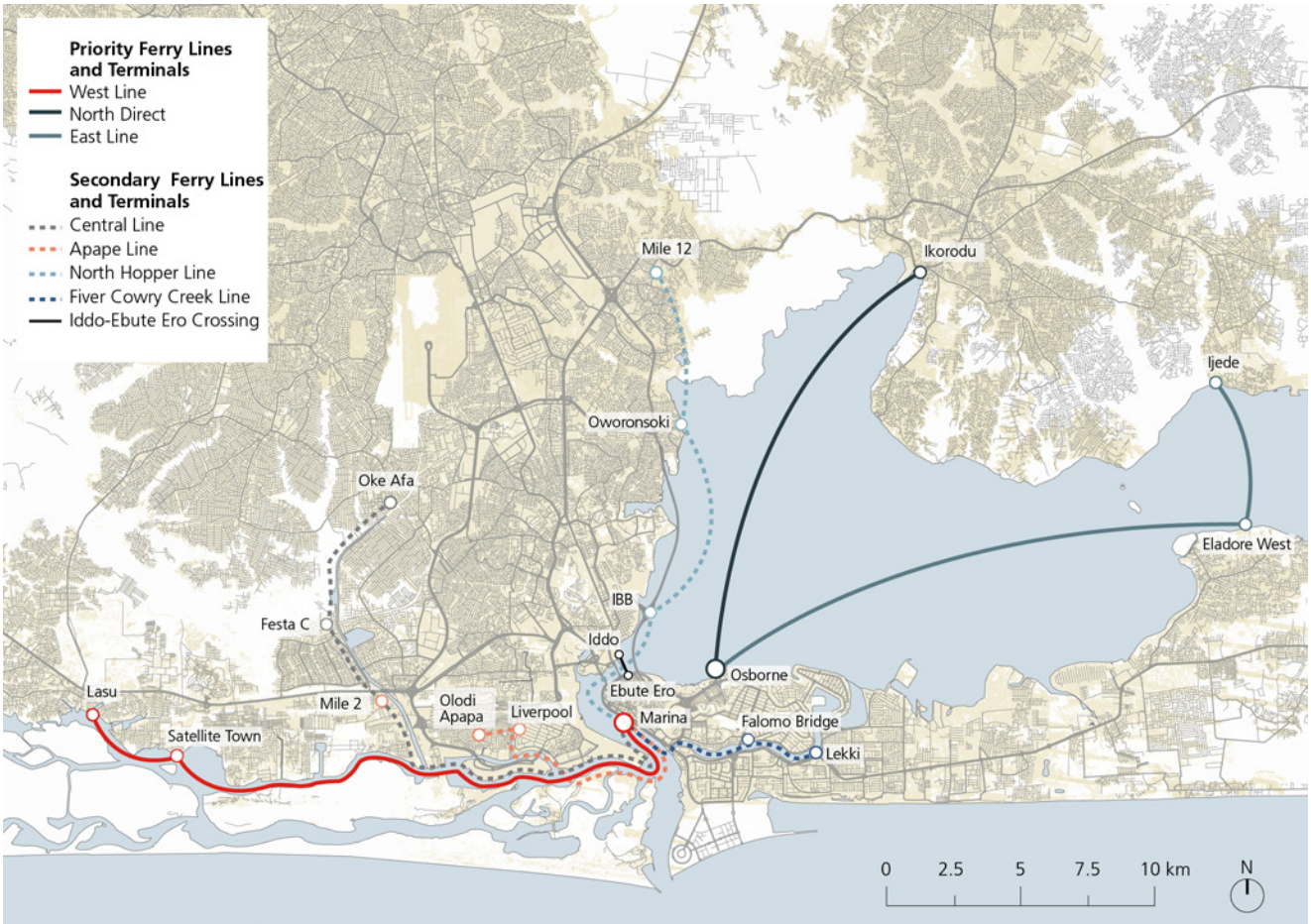


*Fig. 8. Ferry terminals and ferry lines identified by LAMATA*

**Challenges**

Environmental constraints are factors that should be considered when implementing water transport. The large amounts of hyacinth that grow every year between August to February, block the paths suitable for navigation. Furthermore, some rivers are shallow, which hinders the use of bigger ferries. Anecdotal evidence suggests that safety concerns are one of the main deterrents for people to use water transport. Between 2006 and 2015 there were 147 deaths due to boat mishaps despite the state government's efforts to increase its safety measures.[40]
The causes of accidents vary, but the lack of supervision of safety standards is a point of convergence. The Association of Tourist Boat Operators and Water Transportation of Nigeria (ATBOWATON) ran a campaign to introduce safety measures among operators.[41]

LASWA has contributed to these efforts by distributing more than 1,500 life jackets and promoting their usage. Although progress has been made in acknowledging the importance of abiding by safety measures, there are still issues in transferring this information to informal operators.

*Fig. 9. Makoko from the third mainland bridge (Source: Francesco Tonnarelli, UN-Habitat)*

# Financial Analysis

## MUNICIPAL CAPACITY

Lagos is the Nigerian State with the strongest capacity to generate its own revenues, largely due to the past two decades' municipal tax reforms. Fiscal reforms initiated in the early 2000s allowed Lagos State to double its tax revenue within a few years – tax receipts increased from around 49 billion NGN (134 million USD) in 2003 to 117 billion Nigerian Naira – NGN (approximately 322 million USD) by 2007.[42]

In 2017, Lagos State's internally generated revenue was 450.87 billion NGN (approximately 1 billion USD), around 70% of the state's total revenue (642 billion NGN), and roughly equivalent to the share of revenue generated from local sources in U.S. municipal budgets.[43] The majority of the state's internally generated revenue derives from personal income tax. In 2016, for example, around 63%, 190.66 billion NGN (approximately 534 million USD) came from personal income tax. For that year, the total receipt under Road Tax was approximately 9.54 billion NGN (approximately 26 million USD), accounting for about 3.2% of total internally-generated revenue. Federal transfers typically correspond to 20-25% of the state budget. Main sources of transfers are from value added tax and statutory allocation. The recent Land Use Charge Law attempted to review the land-related tax base and rates controversy, yet this created some tension over tax rates and the shift toward market-based valuation for tax.

In terms of revenues, Lagos State has a budget of approximately 100 USD per capita. This is a significant budget considering its population size. However, it is low compared to other cities within the Programme, such as Istanbul (about 15 million inhabitants) that has a per capita budget of 453 USD.

Around 60% of the 2017 budget was projected for capital expenditure.[44] This shows a significant capital investment capacity that hints to an ability of the city to sustain the necessary investments for the interventions in the future. Moreover, Lagos has projected to earmark considerable funds both for transport and urban renewal.[45]

With regards to funds dedicated to transport, around 45.8 billion NGN (approximately 126 million USD) or 7% of the 2017 budget was dedicated towards transport. Based on these figures, LAMATA is responsible for roughly 74% of the capital expenditure. At present, Lagos State does not provide subsidies to any public transport operators. This challenges the financial viability of managing operations for both public and private operators.[46] Regarding water transport, 2 billion NGN (approximately 5 million USD) is dedicated to capital expenditure for the Lagos State Ferry Services and a further 727 million NGN (around 2 million USD) to the Lagos State Waterways Authority (LASWA). The entire cost of the 2010 Water Transport Promotion included within the World Bank's Lagos Urban Transport Project and the 2006 Water Transport Feasibility Study, was estimated to be around 5.3 million USD.[47]

On the other hand, the total capital expenditure budget dedicated to physical planning and urban development stands at 14.2 billion NGN, or 2%. This includes 1.7 billion NGN for the Lagos State Urban Renewal Authority (LASURA), 3 billion NGN for upgrading informal settlements, and 1 billion NGN for a resettlement project in Okobaba.

## MUNICIPAL FINANCING MECHANISMS

### Guidelines for Urban Renewal Programme

Once Guidelines for Urban Renewal for Lagos State have been developed, resulting and associated projects will require capital investments. There are different methods of procurement including direct public provision,[48] contracting[49], and the implementation of public-private-partnerships (PPP).[50]

Lagos has already undertaken a few PPP projects and it has the capacity to pursue several other models. Under the 2011 Lagos State PPP Law and Lagos State Public Procurement Act, Lagos can legally enter into wide range PPPs. This enables Lagos to carefully select the type of PPP for different urban renewal projects, depending on what rights, obligations, and risks are created by the private and public sector.

Lagos can also borrow on the domestic and international markets. For instance, the state can float municipal or infrastructure bonds[51] to raise finance. Compared to conventional lending from banks, these bonds have much longer maturity timeframes. However, floating a bond on the market can involve high costs, including

procedural, administrative, and staffing costs. It also requires a highly mature market and a solid ability to generate sufficient funding to repay it.

Given these constraints, Lagos is one of only three African cities that has successfully managed to float a bond to date. It also has precedence for floating bonds for specific projects, such as the solid waste management infrastructure in 2017. Based on the success of this bond, as well as the fact that the legal environment is conducive and Lagos has strong capacity to raise its own-source revenue, particularly through personal income tax and property tax, this is a viable source of financing.

Moreover, urban renewal will inevitably increase land value. Therefore, land value capture instruments can help raise financing and funding for urban renewal projects. There are currently systems in place in Lagos to both raise property tax and valuate land aligned with market values. However, the Land Use Charge (LUC) is currently remitted back to the state government and redistributed to local governments based on a set formula, which does not necessarily consider the location where the revenue was generated. Therefore, the revenues generated from increases in land value in one place may not necessarily be reflected and benefit the local government from where the project was carried out. To be able to re-invest the increased value or use the value to fund other investments, these values will need to be calculated separately in addition to the funds dedicated for urban renewal purposes. Moreover, the recent LUC law for Lagos (2018) revises the rates system for land valuation which can lead to reduced revenues from land value capture.

Furthermore, investments may result in the city having to increase services in certain areas, such as laying utilities. Therefore, they could use indirect value capture instruments, such as impact fees[52] or exaction[53], to ensure they have the funds to make the regenerated land liveable. This is feasible given the vibrant real estate market in Lagos.

**Water Transport Feasibility Study**

Currently, formal boats must compete with informal (phako) operators. The major financing challenges include the high costs of capital, such as ensuring boats meet safety standards (typically twin/double jet engines) and supporting the operations and maintenance of the boats. This means that formal operators must charge higher prices than informal operators for the same route in order to cover their costs. Many residents are still willing to take phako boats, since many users will compromise quality and safety over price.

Since 2011, the State has progressively increased the use of PPPs as a financing instrument, particularly in the transport sector. Some of the main transport and infrastructure projects over the past decade have been implemented via PPP. The projects include the construction of the Lekki-Ikoyi Link Bridge, the development of a Lagos Urban Rail Mass Transit system, and the construction of jetties and terminal buildings for water transport. While PPPs have financed some of the capital expenditures for water transport initiatives, they have not been used to fund the operations and maintenance of the transport systems. This poses a financial challenge for formal operators attempting to scale the transport system in order to compete with the informal phako boats.

Moreover, integrated transport plans are more likely to succeed if institutions enable transport policy to be co-ordinated with land-use policy, as this determines accessibility to jobs, businesses, and services. Linking land-use planning to the transport policy can enable Lagos to recoup investments in transport through land-value capture as transport investments will raise land values in surrounding areas. However, as explained above there are several challenges in Lagos associated with the application of land-based finance.

# Legal Analysis

### URBAN GOVERNANCE

The Lagos State Government has significant legal authority for engaging in urban planning and urban renewal. Under the Land Use Act (1978) and Urban and Regional Planning Decree (1992), the federal government can guide overall land policy but cannot legislate for any of the 36 states on urban planning. Weaknesses in national planning have generally strengthened the autonomy of state and local institutions but have also limited their capacity to set strategic direction without national guidance.[54]

The Lagos State Ministry of Physical Planning and Urban Development has the principal responsibility for overall planning, monitoring, and managing of urban development projects in Lagos State. The Ministry is comprised of three parastatal agencies:

- The Lagos State Urban Renewal Authority (LASURA);
- The Lagos State Building Control Agency (LASBCA);
- The Lagos State Physical Planning Permit Authority (LASPPA).[55]

The Lagos State Urban and Regional Planning and Development Law 2010 is the main legislation establishing competencies in urban planning. It outlines the Ministry's responsibility over planning policies as well as LASURA's mandate for urban renewal.

### URBAN RENEWAL POLICY FRAMEWORK

The key planning instrument for the city and state is the Lagos State Development Plan (2012-2025). The Plan stipulates the state's aim to reduce informal settlement areas by 5% each year with strategies for infrastructure provision and potential financing mechanisms such as PPP projects.[56]

Model City Plans and Master Plans also act as physical planning frameworks for the 20 Local Government Areas (LGAs) of Lagos. Three Model City Plans were signed in 2015 to guide the physical development in Ikeja, Ikoyi and Apapa over the next 10 years.[57] Model City and Master Plans currently cover 80% of the state, with two remaining for Kosofe and Lagos Island LGAs.

The Lagos State Government holds authority over land acquisition for the purposes of urban renewal but is yet to formulate a clear strategy on how urban renewal should take place. The Land Use Act (1978) stipulates land classification, administration, and management in the country.[58] However, it has often been contested, with several unsuccessful attempts at amending the law.[59] Critics have found major contradictions and defects in the Act as well as institutional weaknesses and poor political will to implement the Act.[60] Procedural complications in land purchase applications, issuance of land rights, and actual acquisition of land are cited as key issues in the current land market.

Prior to the Federal Law, claims of adverse possession[61] already existed on public lands within Lagos State, as did federally-recognised certificates of occupancy. There has been no decision over which level of government should manage these lands.[62]

The Lagos State Urban and Regional Planning and Development Law 2010 provides guidelines for urban renewal including: identification of improvement areas, enforcement, acquisition and compensation. However, there is no formal model and suggested tools for urban renewal, nor state-wide building and development guidelines.

Conversations with members of LASURA appeared to indicate that they are committed to integrated affordable housing, robust financial options, community participation engagements, and development guidelines, which are all integral to their renewal programmes.

In 2017, the Lagos Affordable Public Housing (LAPH) initiative was announced; a public-private joint venture intending to provide 20,000 units over a period of four years, 2017-2020.[63] So far, the government has dedicated a total of 5,008 housing units in 12 estates across three districts in the state and has launched Rent-to-Own and Rental Housing Policies aimed at improving access for low income households.[64] Nevertheless, there are still doubts about the government's capacity to meet housing needs and ensure affordability.

Previous participatory engagements undertaken by LASURA, such as public town hall meetings, have been through Community Development Associations (CDA), which are officially recognised as the lowest layer of governance in Lagos State under the Community Development Association Law (2008).[65]

## TRANSPORT GOVERNANCE

The Lagos Metropolitan Area Transport Authority (LAMATA) has principal responsibility over transport in Lagos. LAMATA was established in 2002 to harmonise policies, programmes and actions of all agencies at different tiers of government within Lagos. It also oversees key investments in the city's transport system. The Lagos State Strategic Transport Master Plan (STMP) was created by LAMATA in 2005 to guide the development of transport policies in the state until 2032. The plan aims for 60% of travel by road, 20% by rail, and 20% by water by 2025. However, LAMATA has struggled to coordinate inter-agency responsibilities, under a single guiding policy.[66]

The Lagos State Waterways Authority (LASWA) is the key agency for water-based transport, created following a feasibility study in 2006. LASWA coordinates and manages the development of water transport. LASWA is responsible for monitoring the compliance of all operators including the state-owned Lagos Ferry Services Company. However, current legal frameworks for water transport, including health and safety, are loosely defined. Moreover, disagreements between federal and state government over who regulates waterways have stalled further implementation of water transport.

The Transport Sector Reform Bill (2017) is the most recent effort to consolidate laws and mandates for transport authorities in Lagos State, thus providing authoritative power to institutions for meeting development plans set out in the STMP.

## TRANSPORT POLICY FRAMEWORK

Lagos State has been undertaking widespread reforms to the public transport system, however, attention has mainly focused on road and rail. LAMATA— in close consultation and negotiation with the National Union of Road Transport Workers (NURTW), a cooperative society representing the informal sector—led the creation of the BRT system and the ongoing Bus Reform Initiative (2017-2019). This participatory approach is likely to serve as a benchmark for any initiatives aimed at regularising informal operators on water transport modes.

The government has also issued a Road Traffic Law (2012), which provides for several safety standards, including driver registration and restrictions on the operations of road users.
In 2018, the United Nations Environmental Program provided technical assistance to LAMATA to develop a Non-Motorised Transport policy for Lagos, focused on providing high quality public transport and reducing the use of private motorised vehicles.[67] However, an integrated transport policy, including water and other modes, is currently lacking.

# INTERNATIONAL ALIGNMENT AND TECHNICAL RECOMMENDATIONS

## Potential Impact

The potential impact analysis outlines the main benefits that can potentially be achieved through the Global Future Cities Programme in each city. The impact analysis covers three phases: short, medium and long-term. Given that impact can arise from the complex interaction of context-specific factors, rather than as result of a single action, an empirical impact assessment is not part of the scope of this report.

Short-term aspects refer to outcomes that can be achieved through the implementation of the technical assistance that is provided through the interventions within the 2 to 3-year scope of the Global Future Cities Programme. The mid-term outcomes are only achievable once the interventions are executed either through capital investments or the legal validation of key polices and plans. This phase is understood to take between 3-7 years. The long-term impact of the interventions is linked to their sustainability in a 7 to 15 year timeframe and is related to the project operation and maintenance.

### SHORT-TERM OUTCOME

In the short-term, within the 2-3 years of the Global Future Cities Programme implementation in Lagos the city will increase its capacity to plan and transform the urban environment to become more sustainable, resilient, and socially inclusive.

The "Guidelines for Urban Renewal Programmes" aim to improve the capacity of Lagos State for adopting and implementing comprehensive urban renewal instruments that enhance linkages between the spatial, economic and social development, while ensuring land ownership rights and limiting evictions or disruption of livelihoods. As relocation or involuntary resettlement should be avoided, the guidelines will encourage on site development. As a part of the intervention a "Stakeholder Participation Plan" and a "Stakeholder Engagement Plan" will be designed to ensure effective engagement with local communities and other key stakeholders throughout the project's lifecycle, guaranteeing that engagement for any urban renewal project is undertaken without any form of discrimination.

A Capacity Development Programme, that will match proposed projects and measures, will contribute towards the strengthening and empowerment of the Lagos State Urban Renewal Agency (LASURA).

Sustainable financing models for urban renewal will be developed enabling the city to finance the provision of basic services, local infrastructure, and social housing in the Urban Renewal Programmes. The intervention includes a realistic assessment of revenue streams for each investment with a direct cost recovery component.

Furthermore, the second intervention in Lagos will develop financial and business models, including infrastructure and investments estimations, for water transport as part of an integrated public transport system and freight transport, which aims to improve local economic development. These activities will address the inclusion of informal ferry operators and considers the responses to specific demands regarding gender equality, vulnerable groups, and age.

The Feasibility Study for the development of water transport in Lagos will increase the local capacity for planning and managing transport more efficiently. The study will ensure that water transport become a more sustainable, safe and accessible mode of transport in the city, through the development of technical recommendations on viable routes and potential transport mode linkages.

### MEDIUM-TERM OUTCOME

In the mid-term timeline of 3-7 years, the institutional context in Lagos will be more prepared to better plan and manage sustainable urban planning and transport in the city.

The adoption of the Urban Renewal Guidelines in the medium-term should increase the capacity of LASURA to plan adequate, inclusive, and financially viable urban renewal projects, prioritising the most vulnerable areas of the city.

Additionally, LASURA will apply a Monitoring and Evaluation framework to make better informed decisions with specific reference to SGD 11, measure the impact and prioritise strategies based on demographic, economic, cultural, environmental, and other holistic projections.

The implementation of specific actions in the medium-term for better water transport in Lagos should improve urban mobility and connectivity in the city considerably. Women and marginalized groups are considered during the implementation phase of the Programme to ensure the affordability of the transport system and, therefore, increase their ability to access employment and services.

The attainment of more secure, safe, and accessible public transport, particularly for women and the elderly is therefore another expected outcome in the medium-term.

**LONG-TERM POTENTIAL IMPACT**

In the long-term, the implementation of improved water transport as well as urban renewal programmes in Lagos, will potentially increase the quality of life, including the promotion of economic equality and poverty reduction. The implementation of urban renewal projects according to the development guidelines of the Global Future Cities Programme should improve access to basic services in informal settlements and peri-urban areas and increase the protection of vulnerable communities from the impacts of climate change. Additionally, the Urban Renewal Guidelines will promote sustainable density and mixed use areas, to attain economies of agglomeration and promote urban vibrancy, which can impact job opportunities, increase access to green and public spaces, and more equitable and provide effective urban services, and affordable housing.

In the long-term, water transport should incrementally improve its efficiency and quality, and therefore, reduce the costs of transporting passengers and goods. Furthermore, it can impact through the reduction of traffic congestion and air pollutant emissions while enhancing a more sustainable and socially inclusive city.

# Contribution to Sustainable Urban Development

## 2030 SUSTAINABLE DEVELOPMENT GOALS

The Global Future Cities Programme aims to contribute the implementation of the 2030 Agenda for Sustainable Development, whilst mobilize efforts to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind.

The GFCP interventions in Lagos can broadly impact to the following goals and targets:

### SUSTAINABLE CITIES AND COMMUNITIES


Promote access for all to adequate, safe and affordable housing and basic services and upgrade slum through the implementation of sustainable urban renewal projects in Lagos (11.1), as well as to provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons (11.2). The Programme will also contribute to reduce the adverse per capita environmental impact of the city (11.6) and increase the access to green and public spaces (11.7).

### INCLUSIVITY AND REDUCED INEQUALITY


The Programme in Lagos addresses different strategies for promoting community economic development and integration of informal economies (8.3) along with infrastructural development, while promoting gender equality (5.a) and prioritising actions for the most vulnerable areas of the city (10.3)

### BASIC SERVICE AND INFRASTRUCTURE FOR ALL


Ensure that all men and women, in particular the poor and the vulnerable, have equal access to basic services, and ownership and control over land (1.4), as well as access to adequate and equitable sanitation and hygiene for all (6.2). These components should be addressed in the long-term as a result of the Programme implementation.

### RESILIENT AND SUSTAINABLE LAGOS


The interventions for Lagos will promote the development of quality, reliable, sustainable and resilient infrastructure to support economic development (9.1), and the sustainable management and use of resources (12.2), while strengthening resilience and adaptive capacity to climate-related hazards, and natural disasters (13.1).

### CAPACITY BUILDING


Enhance capacity building for more effective and accountable local institutions (16.6) and mobilize and share knowledge, expertise, and financial resources, to support the achievement of the Sustainable Development Goals in Lagos (17.16).

## NEW URBAN AGENDA ALIGNMENT

The United Nations Conference on Housing and Sustainable Urban Development (Habitat III) held in Quito, Ecuador, in 2016 adopted the New Urban Agenda, a new framework that lays out how cities should be planned and managed to best promote sustainable urbanization.

The New Urban Agenda encourages UN-Habitat and others "to generate evidence-based and practical guidance for the implementation and the urban dimension of the SDGs in close collaboration with Member States, local authorities, major groups and other relevant stakeholders, as well as through the mobilization of experts". The GFC Programme is directly related with the UN-Habitat's draft Action Framework for Implementation of the New Urban Agenda (AFINUA). This framework is organized under five categories: (1) national urban policies, (2) urban

legislation, rules and regulations, (3) urban planning and design, (4) urban economy and municipal finance, and (5) local implementation.

The interventions in Lagos are directly related with the third AFINUA category and they contribute to the implementation of the New Urban Agenda by considering evidence based, integrated and participatory planning processes (AFINUA key 3.1). The Guidelines for Urban Renewal Programmes in Lagos will define adequate structure of urban space (AFINUA key 3.3), promote sustainable density and mix use (AFINUA key 3.4) in order to provide liveable spaces, walkability and sense of place (AFINUA key 3.5) in the regenerated areas. Affordable and adequate housing provision (AFINUA key 3.7) and sufficient amounts of urban space for a variety of economic activities (AFINUA key 3.8) will be also considered in the process.

An Economic Empowerment Plan for the community economic development will be part of the Guidelines. Additionally, the water transportation intervention will business and financial models that will include formal and informal operators. The fourth category of the AFINUA is addressed by the design and implementation of tools for fostering inclusive local economic development (AFINUA key 4.4) and the use of innovative means to provide affordable housing (AFINUA key 4.6).

The Guidelines should inform policies and procedures for the development of adequate and enforceable regulations for urban equity, especially for combating and preventing speculation, displacement, and arbitrary forced evictions (AFINUA key 2.7). Furthermore, they should enhance the provision of integrated, efficient and equitable urban service frameworks especially to marginalized groups (AFINUA key 5.4)

Finally, the Programme will establish and support liaise between citizens and local government (AFINUA key 5.6).

### ALIGNMENT WITH CROSS-CUTTING ISSUES AND THE PROSPERITY FUND

The Global Future Cities Programme in Istanbul will contribute to the UK FCO Prosperity Fund objectives, as it seeks to achieve higher rates of sustainable and inclusive growth while increasing long-term investments in sustainable urban projects and transportation. Moreover, the interventions in Lagos provide greater awareness, capability and confidence, resulting in higher incentives for partnerships and financial mechanisms.

The four Cross-Cutting Issues of UN-Habitat environmental safeguards, youth, gender and human rights as identified in the Strategic Plan 2014-2019, should be mainstreamed to ensure that all UN-Habitat work targets those with the most needs and promotes socially and environmentally sustainable cities.[68]

Both Programme interventions address differentiated analysis with emphasis on gender, age, and socio-economic characteristics in order to account for the differential impacts experienced by women, children, the elderly, persons with disabilities, inter alia when they are forcibly evicted. This will inform the development of plans and proposals that enhance gender equality, youth opportunities, and economic growth.

Economic incentives for women, youth and disadvantaged groups, are considered for the water transport fares and subsidy system, as well as issues of safety and security in the water transport system as an important aspect especially from a gender perspective.

| Potential Benefit | Short term | Medium | Long term | SDG Alignment | | New Urban Agenda | Programme Objectives and Cross-cutting issues |
|---|---|---|---|---|---|---|---|
| | | | | GOALS | TARGETS | AFINUA KEY ITEM | 1. Climate change; 2. Gender equality; 3. Human Rights; 4. Youth; 5. Sustainable and inclusive economic growth |
| Plans, frameworks and tools that promote more sustainable, resilient, and socially inclusive cities are adopted. | | | | 11, 13, 16 | 1.5, 11.3, 11.b, 13.1, 16.7 | 2.7, 3.7, 5.4 | Climate change; Gender equality; Human Rights; Youth |
| Increased citizen participation in developing municipal plans and decision making processes. (not directly addressed in the activities for transport) | | | | 11, 16 | 11.3, 16.7 | 3.1, 5.6 | Gender equality; Human Rights; Youth |
| Integrated gender equality approach in policies, strategies and plans. | | | | 5 | 5.a | 3.1, 4.4, 5.4, 5.6 | Gender equality |
| Increased local capacity for evaluating and monitoring the impact of urban plans, policies, and strategies. | | | | 17 | 17.16, 17.18 | 3.1 | Climate change; Gender equality; Human Rights; Youth |
| Comprehensive urban renewal instruments adopted, that enhance linkages between the spatial, economic and social development. | | | | 11 | 5.a, 8.3, 10.3, 11.1, 11.3, 11.a | 2.7, 3.4, 3.5, 3.7, 3.8, 5.4 | Climate change; Human Rights; Sustainable and inclusive economic growth |
| Better capacity of local governments for ensuring land ownership rights and limiting evictions or disruption of livelihoods. | | | | 1 | 1.4, 5.a | 2.7 | Gender equality; Human Rights |
| Sustainable financing models for urban renewal developed, that enable the city to finance provision of basic services, local infrastructure, and social housing. | | | | 11, 16 | 11.1, 11.7, 11.b, 16.6 | 4.6 | Gender equality; Human Rights; Youth; Sustainable and inclusive economic growth |
| Implemented urban plans for creating sustainable density and mixed use to attain the economies of aglomeration and promote urban vibrancy. | | | | 11 | 6.2, 6.3, 11.1, 11.2, 11.3, 11.7 | 3.3, 3.4, 3.5, 3.7, 3.8 | Gender equality; Youth; Sustainable and inclusive economic growth |
| Increased mobility and accessibility for poor women and men and other marginalised groups. | | | | 9, 11 | 9.1, 11.2 | 3.3, 5.4 | Gender equality; Human Rights; Youth |
| Increased ability to access employment and services, particularly for women and lower income groups | | | | 8 | 8.3 | 3.4, 3.8, 4.4 | Gender equality; Human Rights; Youth; Sustainable and inclusive economic growth |
| Lower costs of transporting goods and increased efficiency of the transportation system. Financial and buisness models for the water public transport | | | | 9, 12 | 9.1, 12.2 | 3.3 | Climate change; Sustainable and inclusive economic growth |
| Reduction in traffic congestion and in air pollutant emissions | | | | 13 | 11.6 | 3.5 | Climate change |
| More secure, safe, and accessible public transport, particularly for women and elder. | | | | 3, 11 | 11.7 | 3.3, 5.4 | Gender equality; Human Rights; Youth |
| Increased quality of life, including the promotion of economic equality and poverty reduction. | | | | 1 | 1.1, 1.2 | 3.5, 4.4, 4.6 | Gender equality; Human Rights; Youth; Sustainable and inclusive economic growth |
| Improved access to basic services and affordable housing in informal settlements & peri-urban areas | | | | 1, 6, 7, 9, 11, 16 | 1.4, 6.2, 6.3, 9.1, 11.6, 16.6 | 5.4 | Climate change; Gender equality; Human Rights |
| Increased access to safe, inclusive and accessible, and green public spaces, in particular for women and children, older persons and persons with disabilities. | | | | 10, 11, 15, 16 | 10.3, 11.7, 16.1 | 3.5 | Gender equality; Human Rights; Youth |
| Vulnerable communities more protected from impacts of climate change | | | | 1, 11, 13 | 1.5, 11.5 | 5.4 | Human Rights |

*Fig. 10. Potential Impact and Programme Objective Alignment*

# Success Factors

The Monitoring and Evaluation framework within the Guidelines for Urban Renewal Programmes addresses the development of indicators that cover gender equality, protection of vulnerable groups, and human rights.
The following statements are considered as evidenced success factors, based on international best practices, that should be considered for the two interventions in Lagos in order to achieve the maximum impact on the SDGs and the Programme Objectives, as well as to ensure project-cycle sustainability.

## SPATIAL CONSIDERATIONS

### Coordinated, Realistic and Context-Relevant Urban Plans

The urban projects to be developed for the renewal of the prioritised areas of Lagos should be credible, realistic, and well-coordinated in order to succeed and be implementable. The projects should be realistic given the existing city land use, administrative and political constraints such as budgets for public investments, and realistic forecasts for urban population growth and population income levels. Additionally, it should consider the coordination between other strategic urban plans (e.g. transport).

Although international experiences and best practices can be used as a reference, the project proposals should address the needs of the specific context, be appropriate to the people who live in the project area, and consider the existing resources, opportunities, and main challenges.

### Local Experience for a Sustainable Programme

Recently, there has been an increasing focus on the concept of "sustainable communities" where urban renewal projects absorb the skill and experience of local people into the overall design, delivery, and operations of the interested area.

Measuring local participation as part of ongoing performance metrics and evaluations could assure social sustainability to the Programme. In the same way, incentives consider new environmental, social, and financial sustainability practices and technologies in the design of the intervention could help ensure efficiency and viability of the project. These could range from reusing or adapting structure, infrastructure or natural features on the existing site, reducing cost and material, to more advanced technologies and approaches such as smart architectural and engineering design.

### Use of Local Materials

Locally sourced, traditional materials and methods are often inherently environmentally, financially, and culturally sustainable and lend themselves to further financial and social sustainability by allowing the local residents to learn to build with local materials. Involving locals in the design and construction of their own community enables them to promote sustainable materials and methods and apply their new skills elsewhere, adding workforce to the new job market.[69]

A subtle balance between architectural form and thermal performance should be sought when it comes to local material selection. The Architectural Guidelines for the Urban Renewal Programmes should considers the climate conditions of Lagos and the possibility of integrating local workers in the use of local materials and traditional methods.[70]

### Prioritization Criteria Within a City-wide Strategy

Any urban renewal project has an impact on its sourcing areas and, sometimes, on the city. Integration of new uses, improved transport infrastructure, and job creation can influence the dynamics of the city and have a potential to catalyze other transformations. In this regard, an urban renewal city-wide strategy with prioritized areas is recommendable. The prioritization criteria should balance the challenges and opportunities of the different urban renewal areas, and draft a roadmap for the short, medium and long-term accounting for population estimations, and social and economic development.

### In-site Redevelopment

Relocation or involuntary resettlement should be avoided, except in cases where low income communities are located on physically hazardous or polluted land, or where densities are so high that new infrastructure cannot be installed. Therefore, the Guidelines for Urban Renewal Programmes should encourage on site development and explain how this can be done within the local context.

### Site Allocation Criteria

If unsuitable land is allocated, regardless of how much is invested in those sites, they should remain unviable and largely empty, or stay occupied yet fail to integrate. This would ultimately benefit the surrounding area.

Essential and recommended minimum conditions to be taken into consideration for site selection should be clearly stated and formalized in a process. Some of these requirements might be: legal status of land, lack of environmental hazards, chemical and biological pollutants, access to livelihood opportunities, access to transport and basic services, and be within unique administrative boundaries.

### Adequate Space for Streets and an Efficient Street Network

The Guidelines for Urban Renewal Programmes plan should define an adequate level of street networks that not only work for vehicles and public transport but also specifically attracts pedestrians and cyclists. It will include a street hierarchy with arterial routes and local streets based on traffic speed differences. The street network will also shape the urban structure which, in turn, sets the pattern of development blocks, streets, buildings, open spaces and landscape.

### Promoting Walkability

The spatial designs for the urban renewal intervention should promote walkability as a key measure to bring people into the public space, reduce congestion, and boost the local economy and interactions. A vibrant street life encourages people to walk or cycle around, while a rational street network enables necessary city administrative services to be offered within walking or cycling distance and ensures security. High density, mixed land-uses and a mix of socio-economic characteristics make proximity to work, home and services possible. Walkability helps to reduce automobile reliance and thus alleviate relevant congestion, air pollution and resource depletion issues. It is healthier to "walk more and drive less!" Pedestrians add an incredible amount of vibrancy to city life.

### Social Mix

UN-Habitat recommends that "the availability of houses in different price ranges and tenure types in any given neighbourhood to accommodate different incomes; 20 to 50%of the residential floor area is distributed to low cost housing, and each tenure type should be no more than 50%of the total." [71]

The urban renewal projects for Lagos should promote the cohesion of and interaction between different social classes in the same community and ensure accessibility to equitable urban opportunities by providing different types of housing. Mixed land-use and appropriate policy guidance lead to social mixing. In a mixed land-use neighbourhood, job opportunities are generated for residents from different backgrounds and with different income levels. People live and work in the same neighbourhood and form a diverse social network.

### Linking Transport and Land-use Planning

In many cities, transport and land-use planning are carried out by different institutions and as a result generally have been detached from one another. Furthermore, in some cities, transport has been reactive and retrofitted to where populations have already settled. This is both inefficient as it often results in urban sprawl. It is also not cost effective as estimates show that retrofitting infrastructure, including for transport, where cities have already been built can be up to three times more expensive.

Intensive land-use facilitates high population density, which in turn makes transport systems more cost-effective. This is because a given transport node can service a higher number of people and thus recover higher revenues from user fees.

On the other hand, improvements of the water transport system will also impact the value of the areas located surrounding the main piers and nodes where the linkages between different transport modes are done. This constitutes and opportunity for the city to leverage investments for upgrading the urban quality of these areas and promote mix uses.

### Integrating Public Transport in the Urban Renewal

Benefits of linking public transit to urban renewal go far beyond capturing land value uplifts. They include better mobility, for example due to a decrease in traffic, pollution, and travel times. At the same time, integrating public transport in urban renewal helps to prevent urban sprawls and contain urbanisation. In this sense, the urban renewal projects in Lagos should consider the transport network and connectivity as an essential part.

## FINANCIAL CONSIDERATIONS

### Financing Strategies for the Projects' Implementation

Although the development of Guidelines for Urban Renewal will not require capital investment, the resulting renewal project will. However, without a corresponding financing and funding strategy, it will be difficult to

implement these projects and sustain their quality. Lagos has several financing and procurement tools at its disposal. In terms of procurement, there are three major modes for consideration:

- Direct public provision – i.e. the city will take on all the aspects of financing and managing the project;
- Contracting out – i.e. the city will pay a private company to design and build a project; the final project would then be transferred back to the city, which would have responsibility to run it.
- PPPs – i.e. the city will engage in a longer-term contract with a private sector provider. This can come in a variety of forms, but the key here is controlling the transfer of risk between the public and the private sector.

In making the decision on the form of contracting, the city government should evaluate the potential cost and benefits from each mode and select the one that maximises the benefits compared to the costs.

**Considerations for Public-Private Partnerships (PPP) in Lagos**

Given that Lagos can legally implement a wide range of PPPs, it should carefully select the type of PPP for different urban renewal projects, depending on what rights, obligations and risks are borne by the private versus the public sector. PPP projects should be chosen based on having a clear funding stream associated with them to repay upfront finance (e.g. user fees for transport).

However, although there are a several potential benefits in using PPPs, including unlocking private finance to help fund public infrastructure, there are several costs associated with this too. Without strong, streamlined institutions on the public sector side, the private sector may find ways to take advantage through their contracts, including cost minimisation over quality, increasing the private premium on private finance, or renegotiation of the contract which results in both increased direct and indirect (e.g. legal action) costs.

**Land based Financing for Inclusiveness**

The urban renewal of some areas of the city will probably increase land values. This can however mean an increase in taxes to be paid by dwellers, which can displace citizens not able to afford them. Therefore, the city may consider land-based finance instruments that put the burden on property developers such as impact or extraction fees[72] or construction bonds.[73] Consequently, these mechanisms can help cros-subsidizing social housing, basic services and key public infrastructure. These mechanisms, however, can only work if there is a real estate market that is interested in building in the area. In this regard, the provision of a Plan for the area that is solid and provides a clear strategy that attracts developers, can contribute to apply these mechanisms.

**Investments in Infrastructure and Communal Services**

Where there are informal settlements, the urban upgrading must be accompanied by investments in public infrastructure and services. Without this, informal settlements will foster low standards of living and will not offer productive potential for residents to be able to join the formal economy.

The integration of communal facilities to service the needs of residents such as facilities for waste management, schools, clinics, religious buildings and community spaces, can be consider as a feasible alternative for the provision of services in informal settlements. Due consideration should be given to the needs of vulnerable members of the community, such as disabled people, in the location, layout and design of any communal facilities.

**Integration of Formal and Informal Transport Operators**

Cities that have ignored the integration of informal transport operators have faced numerous challenges in implementing transport reforms. For example, in Dar es Salaam, Tanzania, informal transport operators' resistance to a new BRT contributed to a 7-year delay between design completion and the start of construction. Operators were concerned about lost profitability on key transport routes, and the loss of employment of their drivers. Moreover, informal operators in Quito, Ecuador were not included in the first BRT line in 1995, but the government ultimately included informal operators in the third line in 2005, due to difficulties in co-ordinating the BRT with feeder services.

The informal sector plays a large role at present in moving people through the City State of Lagos. The intervention should recognise the informal water transport modes and develop a business model framework and partnership framework between informal ferry operators and the government. The study shall outline clear transformation processes for the existing operators, as well as plans for drivers and owners to he integrated into the new system. The business model for the operation of water transport should be designed to support an integrated transport system. The scope of the contract needs to be developed based on participative discussions and assessment of the operators regarding their capacity to deliver the service.

**Multimodal Transport is More Efficient and Cost-effective**

For improvements in efficiency and in cost effectiveness of the transport network, systems need to be integrated along:

- All modes and routes of the network;
- All physical and operational elements, such as ticketing and fares.

This is particularly important as most passengers use more than one mode of transport to get anywhere, which means transfers between both services and across space and so efficiency improvements will only occur with proper integration. Integration is important to minimize passengers overall travel time and cost. Aspects to consider for coordination include: individual routes, stop locations, amounts and frequency of nodes and schedules.

**Integrated Public Transport can Provide Efficiency Gains and Other Benefits**

Public transport is an economic system that, if well integrated, can provide larger efficiency gains and other benefits than if each system operates individually.

Improvements in connectivity in a city is one of the main ways that urbanization can support economic growth in the long-run. Firms can be connected to their labour, markets and other firms for input as well as the fact that people can be connected to their residences. The more seamless the connectivity will work; the higher productivity will be. In the long perspective linking land-use planning to transport policy also enables cities to recoup investments in transport through land-value capture as transport investments will raise land values in surrounding areas.

## LEGAL AND GOVERNANCE CONSIDERATIONS

**Engaging Community and Stakeholder Support**

Urban renewal affects the future of communities and all individuals within it, so engaging the relevant stakeholders and keeping them on-side throughout the duration of the development process is crucial. Some stakeholders have a direct role to play in the legal and planning processes. Others are "interested observers" whose opinions are relevant and, if not supportive, can have adverse effects on the overall level of community and social support for a project.

Considerable opposition during the development life-cycle can be prevented by avoiding perceived insensitivities and distorted perceptions. Communities should feel that their desires and aspirations are put at the same level of consideration as the one of "big business" and investors. Residents and local business should rest assured that the project will not harm them with higher cost of living and new competition.

From the creation of the project vision through to the operations and life-cycle management of the development, stakeholders need to be kept informed, involved and supportive of the project and its overall direction. A long-term, comprehensive vision designed to allow for public participation should be the base for this.

**Alternatives to Forced Eviction and Forced Eviction due Process**

Especially when urban renewal programmes involve informal areas, eviction may become justified and unavoidable. In that case, it is important to assure that evictions carried out do not violate the human rights of affected persons and groups.

All potential risks should be considered when evaluating the impact of such an action, in terms of costs and damages that could occur as a result of an eviction or displacement.[74] Consultations with the affected individuals, households, and communities must be held to ensure that their needs are considered. It is also important to consider alternative solutions prior to necessitating a displacement.

The assessment should further disaggregate data with a focus on the most vulnerable in order to account for the differential impacts experienced by women, children, the elderly, persons with disabilities, inter alia when they are forcibly evicted.[75]

When eviction is justified and necessary, the process should never be carried out in a discriminatory manner or render someone homeless or vulnerable to other human rights violations. [76]

The Factsheet 25 on Forced Evictions published jointly by UN-Habitat and the Office of the High Commissioner for Human Rights (OHCHR) has outlined the standards that should be observed if an eviction is justified to be unavoidable. It maintains that the eviction and resettlement must be carried out with due process, in accordance with international human rights law, and in a sustainable and socially inclusive manner. This includes:

- Communicating properly and providing information in a timely manner;
- Facilitating the involvement and participation of the members of the affected community for a meaningful and just solution to be reached for all;

- Providing adequate compensation and alternative adequate housing;
- Ensuring legal remedies are available and affordable for the affected communities,
- Following up once the resettlement has occurred to ensure that access to basic services and livelihoods are not compromised.

**Adequate Compensation Within Compulsory Land Acquisition**

Land acquisition by governments is sometimes necessary for increasing resilience and safer environments or improving land use efficiency, through vital infrastructure projects or placement of large job-creating industries. Where possible this should be facilitated through voluntary market exchange, but compulsory land acquisition is also justified if adequate compensation is given to those displaced.

The Guidelines for Urban Renewal Programmes should consider the necessary strategies for the inclusion of affected residents in nearby areas when compulsory land acquisition happens. If this option is not viable adequate compensation mechanisms that ensure social integration and provision of livelihoods for displaced communities are needed.

Adequate compensation includes payment of the market value of land (before redevelopment projects are announced) as well as an amount to cover the loss of social networks and disruption of livelihoods due to relocation.

Investment in legal and administrative capacity to run a smooth appeals process is also necessary to limit social unrest and ensure land ownership rights are observed. Relocation areas should be well connected to avoid socio-economic exclusion and incentivising informal settlement.

**Secure Land Rights**

Land rights need to be secure, marketable, and legally enforceable to enable efficient land use as well as land taxation and planning. Security ensures future ownership which is essential for investment. Marketable land rights ensure that land is transferred to its highest value use, thus encouraging urban transformation. For security and marketability to work in practice, land rights must be enforceable.

**Coordination Between Relevant Government Institutions**

Multiple levels of government have authority over various parts of transport planning. This often creates overlaps in jurisdiction and unclear mandates, making coordination difficult. Thus, effective coordination mechanisms, such as joint planning authorities, need to be set up for the water transport intervention.

For integrated transport systems to work seamlessly, the most recommendable situation is to have one authority responsible for the whole system. The more authorities are involved, the more complex planning and managing gets.

**Participatory Processes to Understand the Needs of Diverse Users in Transport**

A city's transport system has to service the needs of diverse sectors of society. In order to do this, it is key to understand the specific needs of potential stakeholders, including income levels and vulnerable groups, travel destinations, and frequency of travel at different times of day.

This assessment can be done by involving as many relevant stakeholders as possible in a participatory planning process to ensure that the plan will address their requirements. Their participation will also have the additional benefit of ultimately generating support for the implementation of the plan.

# ENDNOTES

1 The National Bureau of Statistics estimated a population of 12.4M in 2016 (Demographic Statistics Bulletin 2017). The Nigerian National Population Commission (NPC) put the population at over 21 million in the same year, but admitted that it does not have accurate figures - https://nigeria.iom.int/media/news/npc-we-lack-accurate-figures-nigeria%E2%80%99s-population (accessed 13.12.18)

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3 Federal Republic of Nigeria, Report of the Presidential Committee on Redevelopment of Lagos Mega-city Region. 2006

4 "Improved water sources include household connections, public standpipes, boreholes, protected dug wells, protected springs, and rainwater collections" (WHO, 2006).

5 "Improved sanitation includes connection to a public sewers, connection to septic systems, pour-flush latrines, simple pit latrines and ventilated improved pit latrines" (WHO, 2006).

6 Lagos Bureau of Statistics 2012

7 Lagos State Development Plan 2012-2025

8 Ibid 7.

9 https://nphr.wordpress.com/2016/04/07/access-to-health-in-lagos-nigeria-a-health-and-human-rights-assessment/

10 J. Tooleya, P. Dixona, O. Olaniyanb, Private and public schooling in low-income areas of Lagos State, Nigeria: A census and comparative survey, 2005. Online < https://www.mercatus.org/uploadedFiles/Mercatus/Events/Priavte%20and%20Public%20Schooling%20in%>

11 J. Härmä, Private responses to state failure: the growth in private education (and why) in Lagos, Nigeria https://ncspe.tc.columbia.edu/working-papers/OP215.pdf (accessed 13.12.2018)

12 https://assets.publishing.service.gov.uk/media/57a089b940f0b652dd000394/61517_Final_Summary_Lagos_School_Choice.pdf

13 http://siteresources.worldbank.org/INTURBANDEVELOPMENT/Resources/336387-1256566800920/adelekan.pdf

14 UKBEAG - Diagnostic 1

15 Adelekan, I. O. "Vulnerability of poor urban coastal communities to climate change in Lagos, Nigeria." 2009.

16 Lagos State Development Plan 2012-2025

17 Ibid 15.

18 Ibid 15.

19 Eko Atlantic City Is a 10km2 coastal reclamation project developed in a prime position, on the Atlantic coast south of Victoria Island. Once completed it will be a high end mixed-use development, housing 250,000 residents

20 Lekki Free Zone is a free trade zone planned in the eastern part of Lekki, that coversa total area of about 155km2.

21 "PDP blames sand filling for ocean surge". The Punch. < https://web.archive.org/web/20121023091753/http://www.punchng.com/news/pdp-blames-sand-filling-for-ocean-surge/ > (accessed 13.12.18)

22 "If you love your life, move out!"Amnesty International. 2013

23 Lagos State Development Plan 2012-2025

24 Urban Planning Process in Lagos, Heinrich Böll Stiftung - Nigeria

25 http://lekkidirectory.com/lekki-master-plan/

26 https://oshlookman.wordpress.com/tag/transport-infrastructure/

27 https://lamata.lagosstate.gov.ng/

28 https://wedocs.unep.org/bitstream/handle/20.500.11822/25415/Lagos_NMTPolicy.pdf?sequence=3

29 UKBEAG - Diagnostic 1

30 https://wedocs.unep.org/bitstream/handle/20.500.11822/25415/Lagos_NMTPolicy.pdf?sequence=3

31 https://wedocs.unep.org/bitstream/handle/20.500.11822/25415/Lagos_NMTPolicy.pdf?sequence=3

32 Strategic Transport Master Plan - Final Report

33 Lagos Development Plan 2012 -2015

34 https://www.lagosglobal.org/wp-content/uploads/2016/05/Transport-Deal-Book-optimized.pdf

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36 Ibid 35.

37 Ibid 35.

38 Lagos Bureau of Statistics, Transport Statistics 2016, availablee at https://mepb.lagosstate.gov.ng/wp-content/uploads/sites/29/2017/01/TRANSPORT-STATISTICS-2016.pdf. (accessed 13.12.2018)

39 https://www.researchgate.net/publication/316692695_In Land_Water_Based_Transport_in_Lagos_State_Challenges_and_Remedies

40 https://www.researchgate.net/publication/289470119_Boat_Accidents_in_Nigeria_General_Trends_and_Risk_Factors_June_2006-May_2015

41 "Boat mishap: Operators step up safety measures", The Sun. Online: <https://sunnewsonline.com/cbn-intervention-schemes-to-support-economy-growth-2/> (accessed 13.12.18)

42 Measured in constant 2012 prices.

43 M.Pagano and C.Hoene, City Budgets in an era of increased uncertainty, https://www.brookings.edu/wp-content/uploads/2018/07/20180718_Brookings-Metro_City-fiscal-policy-Pagano-Hoene-final.pdf, 2018

44 The budget can be accessed here: http://yourbudgit.com/wp-content/uploads/2017/10/2017-Lagos-State-Budget-infographics.pdf, [accessed 30 November, 2018]

45 For comparison the budgets for Ankara and Bursa in 2017 were approximately 178 USD per capita. In the USA, as of 2015, the country's 100 largest cities spent an average of USD 2,605 USD per capita: <https://ballotpedia.org/Analysis_of_spending_in_America%27s_largest_cities>

46 Lagos Not Subsidising Public Transport, Says Tinubu. (2018). [online] Available at: https://www.concisenews.global/2018/07/23/lagos-state-not-subsidizing-public-transportation-says-tinubu/ [Accessed 2 Oct. 2018].

47 World Bank, Lagos Urban Transport Project Nigeria, http://documents.worldbank.org/curated/en/410431469427889576/pdf/103068-ppa-P074963-PUBLIC-IEG-r-nigeria-0716.pdf, 2016

48 Direct public provision through which the city would take on all the aspects of financing and managing the project

49 Contracting out in which the city would pay a private company to design and build a project; the final project would then be transferred back to the city, which would have responsibility to

run it.

50 PPPs by which the city would engage in a longer-term contract with a private sector provider. This can come in a variety of forms, but the key here is controlling the transfer of risk between the public and the private sector

51 Bonds are a debt instrument used by local government to finance various forms of infrastructure investments

52 An impact fee includes all costs necessary to ultimately service the developed piece of land, is to be paid upfront to the city in conjunction with issuing the development rights to the land.

53 Through an extraction fee the developer receives the rights to develop a piece of land but must also include the infrastructure that is necessary to service that land.

54 Urban Land, Planning and Governance Systems in Nigeria. (2015). ICF International. [online] Available at: http://urn.icfwebservices.com/Media/Default/Publications/URN%20Theme%20D%20Planning%20Report%202015%20FINAL.pdf [Accessed 2 Oct. 2018].

55 Under the Land Use Act (1978), State Governments were empowered to establish Urban and Regional Planning Boards charged with overall direction and of urban development in the state. The Lagos State Urban and Regional Planning Board (LASURPB) became known as the Lagos State Physical Planning and Permit Authority (LASPPPA) in 1998, with the added responsibility of setting and issuing planning permits.

56 Lagos State Development Plan 2012-2025. (2013). Ministry of Economic Planning and Budget. [online] Available at: https://www.scribd.com/document/271150413/LAGOS-STATE-DEVELOPMENT-PLAN-2012-2025 [Accessed 2 Oct. 2018].

57 http://businessnews.com.ng/2015/06/02/lagos-signs-ikeja-ikoyi-apapa-model-city-plans/

58 Land holdings in Nigeria are classified into public/state, private, and communal lands (Adeniyi, 2013). The Decree vests responsibility for administration and management of all urban classified land to state governments and rural lands with local governments. However, federally owned lands within urban areas are exempt from state management.

59 See here: https://www.thisdaylive.com/index.php/2017/08/01/politics-of-amending-the-land-use-act/ and https://www.vanguardngr.com/2017/10/expunge-land-use-act-constitution-town-planners/

60 http://journals.univ-danubius.ro/index.php/administratio/article/view/3976/3876

61 Adverse possession (or squatter rights) is a legal principle for when a person does not have legal title to a piece of property but attempts to claim legal ownership based upon a history of possession or occupation of the land without the permission of its legal owner.

62 Otubu, Akintunde. (2013). LAGOS STATE LAND USE ACT (TITLE DOCUMENTATION). Nigeria Bar Journal. 8. 250. [online] Available at: https://www.researchgate.net/publication/269874543_LAGOS_STATE_LAND_USE_ACT_TITLE_DOCUMENTATION [Accessed 2 Oct. 2018]. See also: Lagos State wins lawsuit against Federal Government (2017) https://www.naija.ng/1085021-breaking-lagos-state-wins-land-lawsuit-federal-goverment.html#1085021

63 https://www.today.ng/news/nigeria/governor-ambode-promises-deliver-14187-housing-units-2-years-114734

64 Under the Rent-to-own policy, individuals are required to pay only 5% of the housing cost as the commitment fee and the remaining balance is spread over a 10-year period. This is similar to the already existing Lagos Home Ownership Mortgage Scheme (Lagos HOMS) which entailed a deposit of 30% and an equity contribution while remaining balance payments where spread over 10 years.

65 Akinsorotan (2007) Community Development Associations' Contributions in Self Help Projects in Lagos State of Nigeria. Journal of Central European Agriculture

66 Oshodi, Lookman. (2016). Transportation and Mobility Systems in Lagos State. [online] Available at: https://oshlookman.wordpress.com/2016/08/12/transportation-and-mobility-system-in-lagos/ [Accessed 2 Oct. 2018].

67 Lagos Non-Motorised Transport Policy. (2018). [online] Available at: https://wedocs.unep.org/bitstream/handle/20.500.11822/25415/Lagos_NMTPolicy.pdf?sequence=3 [Accessed 2 Oct. 2018].

68 UN-Habitat Cross-Cutting Report 2017

69 Green Building Interventions for Social Housing, UN-Habitat, Nairobi 2015

70 Afshar, et al., UN-Habitat, 2012a

71 UN-Habitat, A New Strategy of Sustainable Neighbourhood Planning: Five Principles, 2015

72 Impact fees includes all costs necessary to ultimately service the developed piece of land and is to be paid to the city upfront in conjunction with issuing the development rights to the land. Extraction fee is when the developer receives the rights to develop a piece of land but has also to invest in the infrastructure that will be necessary to service that land.

73 Construction bonds give the rights to a developer to build at a higher density than allowed by zoning regulations. These bonds can be sold or auctioned off resulting in revenue for the city from their anticipated value.

74 The UN Guidelines (A/HRC/4/18) call for a mandatory Eviction Impact Assessment (EVIA) to be conducted prior to any planned/proposed eviction.

75 UN-HABITAT has developed a Handbook on "Assessing the Impact of Eviction", to assist public duty holders in ensuring that evictions carried out do not violate the human rights of affected persons and groups.

76 This is outlined in International Human Rights Laws. The International Covenant on Social, Economic and Cultural Rights, Article 11, which contains the right to adequate housing as a component of the right to an adequate standard of living to which Nigeria is bound.

UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME
P.O. Box 30030, Nairobi 00100, Kenya
www.unhabitat.org

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